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Improving and Facilitating a Farmers Market in a Low-Income Urban Neighborhood:

A Washington, DC, Case Study



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This study was conducted under a cooperative agreement with the Capital Area Food Bank, Lynn Brantley, President, and administered by the U.S. Department of Agriculture, Agricultural Marketing Service, Transportation and Marketing Programs, Wholesale and Alternative Markets (WAM), Errol Bragg, Program Manager.

Jennifer-Claire V. Klotz, economist, WAM, was project leader for USDA. Kathy Manley, agricultural marketing assistant, WAM, assisted with data collection, analysis, and outreach. Edward Ragland, economist, WAM, provided demographic data used in the report. Tim Payne, economist, WAM, and Jerry Berney, agricultural engineer, Marketing and Transportation Analysis, reviewed the final report.

Jodie Steiner of the Capital Area Food Bank was the Anacostia Farmers Market Manager. Her input, effort, and dedication were critical to the outcome of this project. Matt Hora, also of the Capital Area Food Bank, contributed to the organization, operation, and vision of the Anacostia Farmers Market.

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Contents

Executive Summary.....	v
Introduction.....	1
Background.....	2
The Anacostia Neighborhood.....	2
Farmers Markets in Low-Income Areas.....	5
.	
Ancostia Farmers Market History.....	6
1999: Getting Established.....	6
2000: A Second Year.....	6
2001: The Future	7
2000 Market Season: Vendors, Sales, Traffic, and Survey Results.....	8
Vendors.....	8
Sales.....	9
Customer Visits	11
Publicity, Outreach, and Special Events.....	13
Customer Survey	14
Analysis.....	19
Conclusion.....	21
Resources.....	22
Appendixes	
A. Press Release.....	23
B. Anacostia Farmers Market/From the Ground Up CSA 2000 Market Agreement and Application.....	24
.	
C. Anacostia Farmers Market Survey.....	29
D. Sample Promotional Materials.....	30

Executive Summary

The Anacostia neighborhood of Southeast Washington, DC, is an urban area that is characterized by high unemployment, crime, and poverty. Economic development and prosperity have been hindered by a variety of forces. Education levels are low, and the Anacostia Farmers Market marketing area has elevated levels of households in poverty (23 percent) when compared with the average for Washington, DC (15 percent).

The Anacostia Farmers Market was a project initiated by the From the Ground Up program of the Capital Area Food Bank (CAFB). The CAFB recognized a profound lack of healthful food choices in retail outlets in the downtown Anacostia neighborhood, especially fresh produce. The CAFB began the farmers market project as a step toward addressing that problem.

The CAFB and the U.S. Department of Agriculture (USDA) entered into a cooperative agreement in June 2000. The objectives of the partnership between USDA and the Anacostia Farmers Market were to develop and improve farmers markets in Anacostia.

The CAFB is committed to the long-term survival of the Anacostia Farmers Market. Despite lower sales and customer support than anticipated during the first 2 years, the market continues to develop. For example, customer surveys during the 2000 market season provided data that indicated the most successful methods of advertising the market were (1) banners on the main streets, (2) announcements made during Sunday services by the church sponsoring the market location, and (3) USDA's Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) Office. These were not the anticipated results as it was believed that traditional media (newspaper, radio) and flyers were more effective means. Having this information will enable organizers to more effectively utilize advertising resources.

Previous research has demonstrated that farmers markets in low-income areas face particular challenges such as a need for subsidies, community support, a tailored product mix, community involvement as vendors, and transportation. The Anacostia Farmers Market experience has further demonstrated the validity of this research.

The Anacostia Farmers Market has been awarded a grant from USDA's Sustainable Agriculture Research and Education (SARE) program to fund outreach and education work as well as a program to ensure a minimum weekly sales volume to farmers who participate throughout the season.

Introduction

The Agricultural Marketing Service (AMS) of the U.S. Department of Agriculture (USDA) has been promoting farmers markets and other forms of direct marketing for several years. While the number of farmers markets in the United States has increased dramatically in recent years, many low-income customers, particularly in urban areas, have not benefited from this growth. Many low-income consumers have difficulty accessing fresh fruits and vegetables.

The Capital Area Food Bank (CAFB) and USDA initiated a project in June 2000 to explore the potential for expanding farmers markets in a low-income neighborhood of Washington, DC. The objectives of the partnership between USDA and the Anacostia Farmers Market were to develop and improve farmers markets in the Anacostia community. The resulting project sought to:

- ◆ Create a new market for owners of small, local farms;
- ◆ Provide fresh and affordable produce to residents of a low-income community through farmers markets;
- ◆ Operate an additional test site for the implementation of Electronic Benefits Transfer (EBT);
- ◆ Identify marketing strategies and materials appropriate to increase customer bases and sales for low-income urban farmers markets;
- ◆ Collect, analyze, and interpret data to determine the effect of activities on customer and producer participation in the farmers markets; and
- ◆ Consider the potential for further seasonal market development.

To meet these objectives, USDA provided financial and technical assistance to the Anacostia Farmers Market. This case study will further add to the body of research on the topic and provide information to market organizers in this and other low-income communities.

Background

The Anacostia Neighborhood

The Anacostia neighborhood of Southeast Washington, DC, is an urban area that is characterized by high unemployment, crime, and poverty. Economic development and prosperity have been hindered by a variety of forces. Education levels are low, and Anacostia has elevated levels of poverty when compared with the average for Washington, DC.

The Anacostia Farmers Market was held in the parking lot of the Union Temple Baptist Church at 1225 W Street, SE, off Martin Luther King Boulevard. The closest supermarket to the Anacostia Farmers Market closed in 1998 and was still approximately 1½ miles away. Currently the closest supermarket is still 1½ miles away from the Anacostia Farmers Market on Alabama Avenue, SE. Thus, Ward 8, the poorest ward in the city and home of the Anacostia Farmers Market, has no supermarkets.

Food insecurity for area residents is a serious issue.¹ A CAFB study found that residents of Washington, DC, living east of the Anacostia River (such as those near the Anacostia Farmers Market) have one-sixth the access to fresh produce as those living west of Rock Creek Park.² Residents of the Anacostia Farmers Market marketing area and Washington, DC, as a whole spend about an average of 6.3 percent and 6.4 percent, respectively, of their food expenditures at convenience stores.³ This demonstrates that, while the Anacostia residents do as much food shopping as other Washington, DC, residents, they must travel farther to make such purchases as there are no supermarkets in Ward 8.

For the purpose of this project, the marketing area is defined as the neighborhood surrounding the Anacostia Farmers Market in which publicity and outreach efforts were made to attract customers. This marketing area is bound by the Anacostia River, Suitland Parkway, Alabama Avenue and Naylor Road/28th Street, SE. By defining the marketing area, demographic data could be compiled so as to analyze the customer base.

¹ According to the USDA Economic Research Service, "'Food secure' means [people] ha[ve] assured access at all times to enough food for an active, healthy life." <http://www.ers.usda.gov/briefing/foodsecurity>.

² "From Farm to Table: Making the Connection in the Mid-Atlantic Food System." Capital Area Food Bank. 2001.

³ Demographic data from Claritas.

The marketing area's demographics were as follows:⁴

- The population declined in this area between 1990 and 2000 by 19.1 percent from 23,412 to 18,940. (The population of Washington, DC, decreased only 15.1 percent over the same period to 515,120.)
- Of the area's population, 96 percent are black, 3 percent are white, and 1 percent are Asian/Pacific Islander. Only 1 percent were of Hispanic origin. (Washington, DC, is 61 percent black, 32 percent white, 3 percent Asian/Pacific Islander, 4 percent other races, and 8 percent of Hispanic origin.)
- The number of households in the area decreased by 16.5 percent between 1990 and 2000. There are approximately 2.7 persons per household. Most of the dwellings in the area (76.7 percent) were renter occupied in 1990.
- The per capita income for the marketing area is \$17,212, compared with \$31,192 for Washington, DC.
- As of 1990, only 6 percent of the population had a bachelor's degree, and only 3 percent had a graduate degree. Thirty-eight percent of the population had "some high school education" or less (elementary school). (Sixteen percent of the Washington, DC, population had a bachelor's degree, 17 percent had a graduate degree, and only 27 percent had "some high school education" or less (elementary school).)
- Based on 1990 data, approximately 41 percent of the population took public transportation to get to work. Of the remainder, 36 percent drove alone, and 17.7 percent carpooled to work. Thirty-six percent of the population took 10 to 29 minutes to get to work, and 43.3 percent spent 30 to 59 minutes travelling to work. Average travel time to work was 31.4 minutes. Forty-three percent of households did not own vehicles.
- Of 1990 households with children, 27 percent were a married couple family. Two-thirds, 65 percent, had female heads of household. Only 8 percent had a male (single) head of household, and 1 percent were nonfamily households. (Of Washington, DC, households, 41 percent were married couple families, and only 50 percent had female heads of household.)

⁴ Demographic data from Claritas. Data for 2000 were not available in all cases. All data are for the year 2000 unless otherwise noted.

- Based on 1990 data, of the 8,535 households in the area, 23 percent had incomes below poverty. Of the households in poverty, 73 percent were families under the age of 65. (Of the 249,034 Washington, DC, households, only 15 percent were in poverty.)

These data confirm that the marketing area surrounding the Anacostia Farmers Market is in a state of economic and social decline. The Anacostia neighborhood has a reputation for having a standard of living lower than the average for Washington, DC.

Based on 2000 data, grocery spending in Anacostia is similar to that in Washington, DC, as a whole.⁵ In the Anacostia Farmers Market marketing area, 12 percent of household disposable income (excluding housing) is spent on groceries. Of these expenditures, approximately 1 percent or \$2,724,000 is spent on produce. Thus, households in the Anacostia Farmers Market marketing area spend approximately \$377 per year on produce.

Again, expenditures on particular products demonstrate that Anacostia residents spend slightly less than their Washington, DC, counterparts.

Table 1. Annual grocery expenditures on particular produce items: Anacostia Farmers Market marketing area and Washington, DC

Produce item	Anacostia marketing area \$ spent per household	Washington, DC \$ spent per household
Apples	28	29
Bananas	35	36
Oranges	37	39
Other fresh fruits	53	58
Lettuce	25	26
Potatoes	40	39
Tomatoes	34	34
Other fresh vegetables	98	103
Nuts	27	29

Source: Claritas

Farmers Markets in Low-Income Areas

Very little research has been conducted concerning farmers markets in low-income areas. The one notable publication in this area is *Hot Peppers*

⁵ Data from Claritas.

& Parking Lot Peaches: Evaluating Farmers' Markets in Low Income Communities by Andy Fisher of the Community Food Security Coalition (January 1999). Fisher's study provides some general recommendations concerning the development and operation of farmers markets in low-income areas. It also describes some case studies and discusses policy issues.

Fisher notes that while low-income consumers face many of the same challenges as middle-income consumers concerning a diet based on healthful and nutritious foods, there are also many unique barriers. For example, low-income consumers may be more price sensitive or have food access issues such as no transportation or grocery store in their neighborhood. Based on the marketing area demographics, these are statements that reflect the situation in Anacostia.

Fisher outlines five specific "guidelines for successful low-income market operation." In brief these are:

1. "Low-income markets generally need to be subsidized."
2. "Community organizing is an essential component of any successful market in a low-income community."
3. "Low-income markets should tailor their product mix to focus on basic foods at affordable prices."
4. "Farmers should consider hiring sales staff from the neighborhood..."
5. "Transportation may prove to be a significant barrier for market operation."

These recommendations are applicable to the situation of the Anacostia Farmers Market. A comparison of these recommendations to data collected will be presented in the "Analysis" section.

Anacostia Farmers Market History

1999: Getting Established

The Anacostia Farmers Market was a project initiated by the From the Ground Up (FGU) program of the Capital Area Food Bank (CAFB). The CAFB recognized a profound lack of healthful food choices in retail outlets in the Anacostia neighborhood, especially fresh produce. The CAFB began the farmers market project to address the problem.

The ultimate goal for the CAFB farmers market project is to provide support and management until it can be sustained economically by the community. By providing an outlet for local fresh produce to the residents and business people of the Anacostia neighborhood, the CAFB seeks to combat hunger and malnutrition in the community and create a new market for local farmers and neighborhood entrepreneurs. The Anacostia Farmers Market can also provide the community a space to gather and communicate on issues of concern.

At the inception of the project, FGU initiated a discussion about possibilities for the market with representatives of the Washington Senior Wellness Center and Community Harvest. After several attempts to develop a partnership with Community Harvest, FGU began the search for possible sites for an outdoor market. The Union Temple Baptist Church, which has a long history of community activism, emerged as a possible site for the market. A meeting was held with church officials, and the CAFB was granted permission to go ahead with the project.

The market opened in July of 1999 with five local farmers participating. Farmers were identified through previous contacts and with the help of other local market managers who offered to share names of possible participants. The season continued at a slow pace, and most farmers dropped out of the market as it was not profitable for them to stay, despite a commitment to the ideals and goals of the fledgling market.

2000: A Second Year

With a continued commitment to the success of the Anacostia Farmers Market, the CAFB hired a full-time market coordinator in March of 2000. The second season opened in June and remained open 24 weeks through November, despite recurring struggles to keep vendors at the market due to low sales. The market was open Friday afternoons from 4 p.m. to 6:30 p.m. After the first 8 weeks, the market was open from 3 p.m. to 6:30 p.m.

Both market attendance and sales increased through the 2000 season, and through a cooperative agreement with USDA-AMS, the CAFB was able to expand its marketing, promotional, and educational efforts, including cooking demonstrations and literature at the market and a newsletter sent out to area residents. Unsold produce from each market was donated to the Union Temple Church pantry or to the CAFB.

2001: The Future

For the 2001 season at the farmers market, the CAFB has been awarded a sizeable grant from USDA-SARE (Sustainable Agriculture Research and Education).⁶ This grant will provide outreach and educational assistance as well as a program to ensure a minimum weekly sales volume to farmers who participate throughout the season. The CAFB seeks to create a thriving market with the tools it now has. It believes it will create a model for similar markets in low-income neighborhoods across the country, increasing demand for local fresh produce and offering more healthful food choices to communities that have been severely limited by economic and social barriers.

⁶ More information is available at <http://www.sare.org>.

2000 Market Season: Vendors, Sales, Traffic, and Survey Results

The following data and information are for the 2000 season of the Anacostia Farmers Market. The market was open for 24 weeks. A copy of the market agreement and application is included in appendix B.

Vendors

The number of vendors at the Anacostia Farmers Market varied over the course of the summer. However, during most weeks, there was a core group of vendors described in table 2.

Table 2. Core vendors of the Anacostia Farmers Market

Vendor	Description	Product
Clagget Farm/From the Ground Up CSA	Farm and market stall operated by CAFB	Vegetables
Tuscarora Growers	Regional cooperative reselling to CAFB which operated a stall of their products	Fruits and vegetables
Next Step Produce	Organic grower from Maryland	Vegetables
"The Chicken Guy"	Anacostia resident	Fried fish and chicken

Other vendors sold products less frequently, ranging from 1 to 5 weeks during the season. Most staffed their own stalls, except for Harris Orchards, which twice sold fruit, including lower cost seconds, to the CAFB for resale at the market. All vendors were producers unless otherwise noted. The other vendors were:

- Urban Oasis (a community garden project in Anacostia)
- Triple Fresh (a youth entrepreneur project, run by East of the River Community Development Corporation, in which neighborhood youth buy local produce to resell at farmers markets)
- Jeff Kabacinski (private label jams and jellies)
- Bowman's (fish fry)
- Harris Orchards (peaches)
- Herbs to Quench Your Thirst (fresh and dried herbs)

The CAFB also bought bread from two local bakers to resell at the market. After a trial period of a few weeks, due to limited interest by customers, this was not continued. Over the course of the season, a few neighborhood residents sold baked goods; however, none were regular vendors.

Several members of the Union Temple Baptist Church and area residents sold various craft items. These items included jewelry, dolls, artificial flower arrangements, scarves, and sand art. No craft vendor came every week. Only two craft vendors were scheduled per week so as to keep the focus on food.

In general, the market offered a wide range of vegetables as shown in table 3. Vegetables offered were also very ethnically appropriate and included items popular with African-American customers such as greens. While strong in the area of vegetables, fruits were generally limited to what the CAFB was able to purchase through Tuscarora growers for resale. The market did not have a full-time fruit vendor.

Table 3. Product availability at the Anacostia Farmers Markets – all vendors - selected dates

Date	Products available
6/9/00	Fish fry, onions, peas, apples, strawberries, lettuce, squash, zucchini, plants, herbs, sand art, kale (red & green), rosemary, bread, broccoli, teas, jewelry, turnips, Swiss chard, dandelion greens
6/30/00	Watermelon, herbs, teas, broccoli, beets, dill, zucchini, carrots, red kale, Swiss chard, summer squash, artificial flowers, peaches, honey, corn, blueberries, cucumbers, basil, bread, snow peas, green beans, garlic, chives, parsley, fennel, lettuce, snap peas, fish fry
7/7/00	Jewelry, fish fry, baked goods, dolls, herbs, chicken fry, peaches, watermelon, flowers, plants, squash, zucchini, chard, endive, tomatoes, fennel, chives, scallions, carrots, string beans, kale, dandelion greens, turnips, cilantro, beets, bread
8/18/00	Watermelon, cantaloupe, flowers, herbs, tomatoes, peppers (hot and bell), figs, eggplant, garlic, potatoes, cucumbers, corn, beans, squash, okra, onions, apples, peaches, nectarines, rhubarb, various greens, cabbage, jellies/jams, fish fry

Sales

As individual vendors were charged a flat rate stall fee, no data regarding total market sales were collected. However, the CAFB compiled data regarding sales by Clagget Farm/From the Ground Up CSA (Community Supported Agriculture) and the reselling of Tuscarora Growers produce. Sales by CAFB represent a significant portion of all sales at the market and are used in this report as representative of all farmer sales.

With one-third of the CAFB sales coming from the USDA Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) Farmers' Market Nutrition Coupon Program (FMNP),⁷ the market is dependent on attracting these recipients (table 4).

The value of Electronic Benefits Transfer (EBT) sales was substantially lower than had been anticipated. Unfortunately, the market was unable to secure a wireless EBT machine during the course of the season. However, the Union Temple Baptist Church allowed the CAFB to run power and phone lines through a window of its building to operate EBT equipment. Thus, a table with the EBT equipment was set up.

The EBT equipment was not conveniently located for customers as the parking lot where the market was held was across the street from the church. Although there was signage outside the market and at the vendor stalls, the EBT equipment was not highly visible to customers. In addition, convenience was an issue. After selecting their produce, customers would ask for assistance with the EBT. They would then be required to cross the street, select the amount they wanted withdrawn, and receive a paper voucher for the amount, which was then given to the vendor. Wireless equipment on the market could potentially boost sales as it would be more visible and simplify the transaction for the customer.

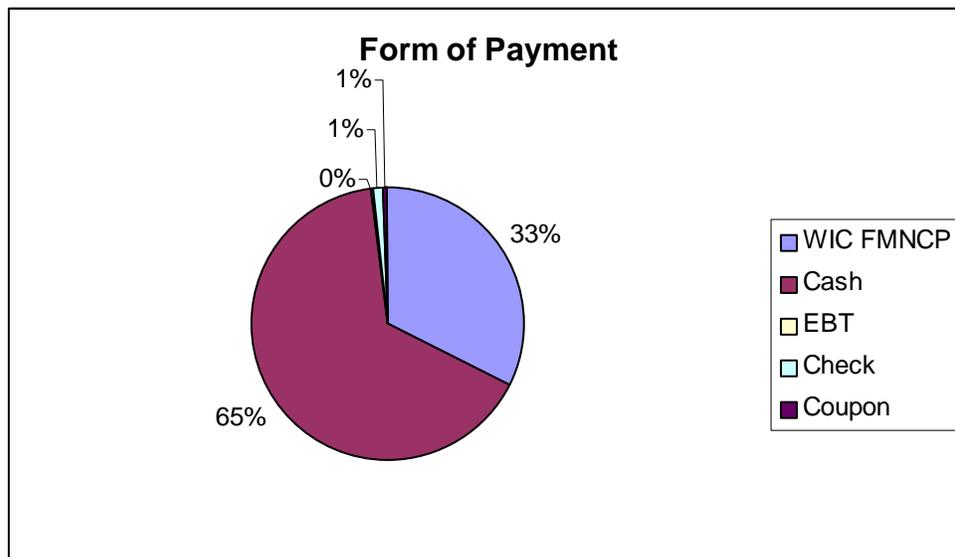
"Coupon" in table 4 refers to coupons that were on flyers distributed to promote the market. Figure 1 shows the forms of payment as a percentage of all sales. (Details on flyer distribution are discussed in the section on "Publicity, Outreach, and Special Events.") The coupons entitled the customer to a dollar's worth of free produce. A sample of a flyer with a coupon can be found in appendix D.

⁷ The USDA WIC Farmers' Market Nutrition Program (FMNP) provides fresh produce to women and children and additional income for farmers. Nationally, approximately 2 million people buy nutritious vegetables and fruits from more than 11,400 farmers at nearly 1,800 community-based farmers markets and farm stands. For more information on the USDA FMNP visit http://www.fns.usda.gov/wic/CONTENT/FMNP/farm_mkt.htm or the National Association of Farmers' Market Nutrition Programs at <http://www.nafmnp.org>.

Table 4. Forms of payment and sales (CAFB and FGU)

Form of payment	Value of sales (all season)
Cash	\$6,222.81
WIC FMNCP	\$3,090.25
Check	\$90.80
Coupon	\$65.00
EBT	\$27.05

Figure 1. Form of payment



Customer Visits

Table 5 provides information on the number of customer visits for most of the market season. Hourly counts were taken from the market opening through August 25. Weather conditions were recorded to determine if a correlation existed. It was found that there was no correlation between the temperature and the number of customers. Data from early in the season also show that the customers did not frequent the market at any particular hour. After the first 6 weeks, market hours were extended, although this did not translate into higher headcounts.

The number of customers clearly peaked the week of September 22 when the market hosted a harvest festival. As there were large numbers of people milling around, an accurate head count was difficult to obtain,

although there were as many children in attendance as adults. The event had been well publicized weeks in advance.

Table 5 – Headcounts – customers at the Anacostia Farmers Market

Date	Weather/temperature	Headcounts	Time							
		TOTAL	3:15**	3:45*	4:15	4:45	5:15	5:45	6:15	
		Adults/children (if one number – adults only)								
6/9/00	Sunny/90		N/A	N/A	47/6	37/7	34/10	19/7		
6/16/00	Partly cloudy/80	70	N/A	N/A	10/5	11/1	23/4	14/7	8/0	
6/23/00	Partly cloudy/90	84	N/A	N/A						
6/30/00	Sunny/83	109	N/A	N/A	6/0	15/8	17/5	23/6	4/2	
7/7/00	Sunny/80	120/42	N/A	N/A	10/6	20/3	15/4		3/4	
7/14/00	Rain, hail/80	N/A								
7/21/00	Partly cloudy/80	95	N/A	N/A	16/1	22/17	13/0	3/2	8/2	
7/28/00	Partly cloudy/83	129/20	N/A	N/A	17/5	14/2	8/1	11/2	5/0	
8/4/00	No data collected*									
8/11/00	Partly sunny/80	130/17	5/3	5/0	7/0	15/2	7/0	7/4	4/0	
8/18/00	Cloudy/rain/70	96/27	N/A	3/0	11/2	6/8	6/4	8/4	1/0	
8/25/00	Sunny/80	116/17	5/0	4/0	7/3	7/7	12/2	9/0	10/1	
9/1/00	Cloudy/72	123/20								
9/8/00	Cloudy/65	112/17								
9/15/00	Cloudy/72	118/19								
9/22/00	Sunny/70 Festival	150/150 (estimate)								
9/29/00	Rain/70	120/26								
10/6/00	No data collected*									
10/13/00	No data collected*									
10/20/00	Sunny/65									
10/27/00	No data collected*									
11/3/00	Cloudy/55	47/3								
11/10/00	Cold/left early	19/2								
11/17/00	Clear but dark early/50	24/5								

* No data were collected as there was no CAFB or USDA staff available to do headcounts.

** Market originally was open from 4 p.m. to 6:30 p.m. It began opening at 3:00 p.m. after the first few weeks.

USDA’s WIC-FMNP had a substantial impact on customer visits to the market. However, due to Federal regulations, acceptance of WIC-FMNP checks was limited to June 1 through October 31. The importance of WIC-FMNP became evident early in the season as the number of customers visiting the market increased after the first few weeks when WIC recipients began to use their checks. Data also showed that after October 31st, foot traffic noticeably decreased. Thus, farmers were not able to accept the WIC-FMNP checks every week the market was open.

While the market opening celebration on June 9 had lower attendance than anticipated, organizers were not discouraged. They were committed to operating the market for the entire season, even after attendance dropped in November.

Headcount data also show that there were a large number of children attending the market, generally the children of shoppers. Children benefited from educational materials, food samples, and activities at the market.

Publicity, Outreach, and Special Events

A number of promotional and outreach initiatives were undertaken through the coordinated and combined efforts of USDA, the CAFB, and the Union Temple Baptist Church.

Publicity

- Flyers – distributed at the Anacostia Metro Station, homes and car windshields in the marketing area, on the street, at local businesses and churches, and at special neighborhood events. Samples are included in appendix D.
- Coupons – Some of the flyers had coupons for a dollar's worth of free produce that could be redeemed at the market. The coupons were like vouchers, and no purchase was necessary to use them. Samples are included in appendix D.
- Banners – Semipermanent signs containing market information (place, dates, times) were posted on fences in the neighborhood.
- Radio – Two interviews were held on local talk radio stations. A press release is included in appendix A.
- TV – Two local television stations aired short stories on the market.
- Development and use of an Anacostia Farmers Market logo (figure 2).

Outreach Activities

- An "Anacostia Farmers Market Coloring Book," compiled and produced for distribution to children
- Nutrition information distributed at the market
- Cooking demonstrations provided at the market
- Recipes distributed by market vendors
- Market newsletter available at the market (a mailing list was also developed)
- Nonprofit and community groups invited to set up an information table at the market

Figure 2. Anacostia Farmers Market logo



- CAFB and FGU programs (i.e., canning) offered at the Washington Wellness Center, a senior center in the Anacostia Farmers Market marketing area

Special Events

In addition to the grand opening, a “Harvest Festival” was held at the market on September 22. The Harvest Festival was well attended with almost equal numbers of adults and children. A headcount was virtually impossible as people were milling around, shopping, and talking. However, it was clearly the best attended day of the market season. The event had been advertised at the market for several weeks in advance, which was essential for drawing a large crowd.

The Harvest Festival featured free kids’ activities, including a magician, balloons, face painting, candy, small toy prizes, and pumpkin painting. Local firemen were on hand with a truck. There was also music and a pie-baking contest for which the winner received a cash prize.

Customer Survey

A survey of the Anacostia Farmers Market customers was undertaken on June 30 and July 21 to better understand customer needs and shopping habits. A copy of the survey is included in appendix C.

The following tables and analysis describe the data collected.

Table 6 shows that most of the respondents were first-time customers. The combined data demonstrate that 70 percent of visitors were first-time customers to the market. It is theorized that later in the summer this number decreased as customers developed loyalty and there were more repeat customers. A survey was not undertaken later in the season to verify this hypothesis.

Table 6. Number of respondents and repeat customers

Survey question	June 30, 2000	July 21, 2000	Combined
Number of respondents	45	33	78
First visit?			
<i>Yes</i>	<i>34 (76%)</i>	<i>20 (61%)</i>	<i>54 (69%)</i>
<i>No</i>	<i>11 (24%)</i>	<i>13 (39%)</i>	<i>24 (31%)</i>

One of the questions asked was how the customers found out about the market. Table 7 demonstrates that the most effective methods of advertising were banners (20 percent), the Union Temple Baptist Church (17 percent), and the WIC Office (16 percent).

While flyers ranked relatively high in the first survey, they did not for the second since less advertising with flyers was done as the market continued. (Samples of flyers are included in appendix D.) Clearly, flyers are an effective means of advertising when they are distributed in massive quantities at various locations. However, thousands of flyers were distributed at the local Anacostia Metro Station, resulting in only a small percentage of customers at the market. Given the labor and resources involved in flyer distribution at any location and their short-term impact, using banners and working with the community (churches and community services) proved to be a more effective means of advertising, particularly in light of the fact that the market organizers did not have access to unlimited resources.

Table 7. Advertising

The percentages will not equal 100 as more than one response was sometimes given.

Survey question	June 30, 2000	July 21, 2000	Combined
How did you hear about the Anacostia Farmers Market?			
Banners	13 (29%)	6 (18%)	19 (20%)
Union Temple Baptist Church	8 (18%)	8 (24%)	16 (17%)
WIC Office	7 (16%)	8 (24%)	15 (16%)
Flyers (total)	11 (24%)	1 (3%)	12 (13%)
<i>Flyers at home</i>	4 (9%)	0	4 (4%)
<i>Flyers at metro</i>	3 (7%)	0	3 (3%)
<i>Flyers at Unifest</i>	2 (4%)	0	2 (2%)
<i>Flyers (unknown origin)</i>	2 (4%)	1 (3%)	3 (3%)
Word of mouth	2 (4%)	5 (15%)	7 (8%)
Radio	2 (4%)	2 (6%)	4 (4%)
Passing by (on foot)	2 (4%)	1 (3%)	3 (3%)
Passing by (in car)	2 (4%)	0	2 (2%)
TV	1 (2%)	0	1 (1%)
FGU CSA	0	1 (3%)	1 (1%)
Washington Wellness Center	0	1 (3%)	1 (1%)
Newspaper	0	0	0

Most of the customers used their car to visit the market (table 8). While the market was, itself, in the parking lot, the customers could use the parking lot across the street for parking. Thus, there was no shortage of parking spaces. Since about a third of the customers walked to the market, they were most likely residents of the neighborhood. This suggests that the market does have potential to become a local meeting place and focal point for the residents in the area.

Table 8. Transportation

Survey question	June 30, 2000	July 21, 2000	Combined
How did you get to the Anacostia Farmers Market?			
Car	24 (53%)	20 (61%)	44 (56%)
Walked	17 (38%)	10 (30%)	27 (35%)
Bus	4 (9%)	3 (9%)	7 (9%)
Metro	0	0	0

Most of the customers came to the market with the intention of buying fruits and vegetables, but they had no clear vision of what particular products (i.e., peaches, squash, or beans) they would like to purchase (table 9). The more popular specific items requested were greens, melons, and corn.

Customers are clearly looking for more fruits than vegetables. This is not surprising since fruit requires less preparation than vegetables. As households become more accustomed to fast food, ready-to-serve meals, and pre-cut produce, some customers find using fresh fruits and vegetables challenging, hence reducing their consumption. Previous research in California on the eating habits of various ethnic groups and income levels found that Latinos consumed 4.7 servings of fruits and vegetables a day while whites consumed 3.9 servings, and African-Americans consumed 3 servings.⁸

⁸ Foerster, Sue, et al. California Dietary Practices Survey: Focus on Fruits and Vegetables Trends Among Adults, 1989-1995: A Call to Action. California Department of Health Services. September 1997.

Table 9. Products desired for purchase

No percentages are given as customers often gave more than one answer or did not answer the question.

Survey question	June 30, 2000	July 21, 2000	Combined
What product(s) were you hoping to buy at the market today?			
Fruit	20	13	33
Vegetables	9	18	27
Greens	2	3	5
Peaches	3	0	3
Melons	3	3	6
Corn	2	4	6
Sweet Potatoes	1	1	2
Beans	2	2	4
Squash	2	0	2
Apples	1	0	1
Oranges	1	0	1
Bread	1	0	1
Cantaloupe	1	0	1
Strawberries	1	0	1
Herbs	1	1	2
Flowers	1	0	1
Plums	1	0	1
Grapes	1	4	5
Fish	0	4	4
Okra	0	2	2
Onions	0	1	1

Unfortunately, not all survey respondents answered the questions regarding WIC and EBT. However, the data in table 10 suggest that approximately a third of Anacostia Farmers Market customers are WIC recipients, which is consistent with sales data for the market. The data in table 10 also show that there is the potential for improved EBT equipment to be a useful means of payment for customers.

Table 10. WIC and EBT use

Survey question	June 30, 2000	July 21, 2000	Combined
Are you a WIC recipient?			
Yes	8 (29%)	9 (33%)	17 (31%)
No	20 (71%)	18 (67%)	38 (69%)
Are you an EBT recipient?			
Yes	7 (25%)	6 (22%)	13 (24%)
No	21 (75%)	21 (78%)	42 (76%)

Analysis

The only comprehensive study to date on low-income farmers markets, *Hot Peppers & Parking Lot Peaches: Evaluating Farmers' Markets in Low Income Communities*, offers some theories and case studies to compare with the Anacostia Farmers Market. Returning to Fisher's five guidelines for a successful farmers market, analysis of the market's strengths and weaknesses can be analyzed.

Subsidies

The Anacostia Farmers Market is subsidized in several ways:

- ◆ The CAFB has not relied solely on USDA grants; it has also dedicated significant resources toward operation of the market.
- ◆ The Union Temple Baptist Church does not charge the market to use the parking lot and covers the market under its liability policy.
- ◆ WIC-FMNP coupons subsidized many customers' purchases. Expansion of the FMNP to cover additional months is recommended as a benefit to farmers and the market.
- ◆ The new USDA Seniors Farmers' Market Nutrition Pilot Program, in which Washington, DC, is participating, will enable more customers to benefit from the market.⁹

Community Involvement

It is critical that the residents of Anacostia feel a sense of ownership toward the market. This can be a lengthy process. While the CAFB has

⁹ More information on this program is available at <http://www.fns.usda.gov/wic/CONTENT/SeniorFMNPP/SeniorFMNPP.htm>

worked to include craft and other vendors from the neighborhood, the process has been difficult. If the only vendors are from “outside” the neighborhood and primarily not African-American, it may be more difficult for the customers to feel that the market is an integral part of their neighborhood.

Community involvement extends beyond vendor recruitment. CAFB’s invitation to community groups to set up an information table at the market is a good way not only to build community involvement, but also to provide a valuable community service.

Tailored Product Mix

The market offers a number of products which are preferred by African-Americans. The market has also offered a variety of organic produce that was priced lower than at other local farmers markets so as not to deter customers from purchasing the products.

It is important, however, for the market to offer a wider variety of fruits, as many customers prefer products that require minimal preparation. For the 2001 season, organizers have recruited additional fruit producers and (resale) vendors. With more fruit, customer satisfaction is expected to improve.

Sales Staff from Neighborhood

Most of the farmers selling at the Anacostia Farmers Market are too small to hire additional staff from the neighborhood. While there is no language barrier, there is a racial barrier as most African-Americans would prefer to buy from African-American rather than Caucasian farmers. Unfortunately, it is somewhat difficult to recruit African-American farmers to sell at a farmers market in the Anacostia area due to the limited number of African-American farmers in the Washington, DC, region. Also, since Urban Oasis, a community garden project, does have the involvement of African-American residents, there are no neighborhood residents selling at the market. Until the market grows to the point at which vendors need additional staff, fulfilling this recommendation will be extremely difficult. However, CAFB’s continued effort to recruit craft and prepared food vendors from the neighborhood is clearly succeeding.

Transportation

Most of the customers used cars to come to the market. Initially, the CAFB had hoped to be able to offer transportation to seniors from the

Washington Wellness Center to the market. However, to date, that has not been accomplished.

While the market is not located close to the Anacostia Metro station, it is on a bus line. Public transportation to the market is not a barrier.

Conclusion

In addition to Fisher's five guidelines, the importance of location and publicity, in particular, should not be overlooked. As the market enters its third year, changing location proves difficult as the market has become known for its location, the site is free, and the Union Temple Baptist Church's insurance covers the market for liability. However, the market would benefit from being on a street with greater visibility and more foot traffic. More signage, such as banners, would help to overcome this challenge. Customer surveys confirmed that outreach into the community and semipermanent signs are the most effective long-term methods of advertising.

The Anacostia Farmers Market's competition is a farmers market held on Thursdays and Saturdays in the parking lot of a sports stadium. The market is located on the opposite side of the Anacostia River from the Anacostia Farmers Market, and, while not conveniently located for Anacostia Farmers Market shoppers, the market does offer a wide variety of produce, much of it for resale. Thus, due to a lack of vendors, the Anacostia Farmers Market has had difficulty in attracting customers who are accustomed to a larger market, while, at the same time, vendors are reluctant to sell at the market due to the low number of customers. For the 2001 season the CAFB has already recruited more vendors than last year and has increased the amount of fruit available by allowing some resale of popular fruits such as oranges and bananas.

Improved availability of fruit, more vendors, further community outreach, and additional signage partnered with the CAFB's commitment to the Anacostia Farmers Market will, hopefully, result in the further growth and success of the Anacostia Farmers Market.

Resources

Publications:

Fisher, Andy. *Hot Peppers & Parking Lot Peaches: Evaluating Farmers' Markets in Low Income Communities*. Community Food Coalition. January 1999. <http://www.foodsecurity.org>

Web sites:

USDA Farmers' Market Nutrition Program -
<http://www.fns.usda.gov/wic/CONTENT/farmers/farm.htm>.

National Association of Farmers' Market Nutrition Programs -
<http://www.nafmnp.org>.

USDA Senior Farmers' Market Nutrition Pilot Program
<http://www.fns.usda.gov/wic/CONTENT/SeniorFMNPP/SeniorFMNPP.htm>

Appendix A. Press Release

This press release was sent to local print, radio and television outlets prior to the grand opening of the Anacostia Farmers Market.

Contact: Jodie Steiner
Capital Area Food Bank
645 Taylor Street, NE
Washington, DC 20017
(202) 526-5344

WASHINGTON, D.C. – The Anacostia Farmers Market will open for the season on June 9 from 4 to 6:30 p.m.

"The lack of supermarkets and other food retail outlets in the District's Anacostia neighborhood has left many residents without easy and affordable access to healthy and nutritious food," said Jodie Steiner, market manager. "The Capital Area Food Bank and the Union Temple Baptist Church confronted this longstanding problem last summer when they created the market in southeast Washington."

The Anacostia Farmers Market, held in the Union Temple Baptist Church parking lot at 1225 W. St., S.E., at the intersection with Martin Luther King Jr. Blvd., will operate on Friday evenings from 4 p.m. until 6:30 p.m., June 9th through November 24th, to provide local residents with fresh local produce.

The Anacostia Farmers Market accepts both EBT/Food Stamps and Women, Infants, and Children (WIC) "Get Fresh" Farmers Market Coupons. For WIC recipients, this is a good opportunity to benefit from WIC Programs which seek to increase consumption of fresh fruits and vegetables by mothers and children.

"The Anacostia Farmers Market provides a unique opportunity for neighborhood residents to buy just-picked produce straight from the farmers who grew it," said Steiner. "You can't beat locally grown fruits and vegetables for health and fantastic flavor!"

Daniel M. Pernell III, Commissioner for ANC 6A added that, "Visiting the farmers market is an enjoyable event. It is a meeting place for all communities."

The grand opening on June 9 will feature local personalities, music, activities for children and a raffle.

For more information call (202) 526-5344 Ext. 242.

#

Appendix B. Anacostia Farmers Market/From the Ground Up CSA 2000 Market Agreement and Application

1. **Agreement to abide by market rules and regulations:** By signing this agreement, the Farmer/Producer agrees to be bound by the Rules of the Market, which is attached to this agreement.
2. **Admission, Suspension, Termination:** This agreement is a revocable license, and any misconduct or violation of this agreement may result in the suspension or termination from the Anacostia Farmers Market at the discretion of the market management.
3. **Conflict Resolution:** I agree that as a condition of my Anacostia Farmers Market participation, I will attempt in good faith to resolve any disputes through the administrative process as outlined in the Rules of the Market before resorting to litigation. Furthermore, I will limit any claim I may have against the Union Temple Baptist Church and the Capital Area Food Bank resulting from a suspension or termination to market fees charged during my absence. If I am unsuccessful in my litigation, I agree to pay all costs deriving from that litigation including attorney's fees.
4. **Indemnification:** I acknowledge full responsibility for all activities conducted throughout the term of the market and agree to indemnify and hold harmless the Union Temple Baptist Church, the Capital Area Food Bank and the District of Columbia against any and all liability, loss, damage, expense, suits, claims, penalties and judgements arising from injury to any person as a result of consuming food from the undersigned or as a result of any negligence on the part of the undersigned. I shall at my own cost and expense, defend any and all claims which may be brought against the aforementioned parties.
5. **Agreement and Duration:** I acknowledge that I have read and understood the Anacostia Farmers Market Agreement and rules and agree to abide by them and that any false statements I have made on this application will void this contract and be grounds for dismissal.

I have read and understand the Anacostia Farmers Market Rules and Agreement and agree to abide by them. I certify that the information I have provided the Capital Area Food Bank on my application is accurate and complete and that any additional information I may need to submit to verify claims made in my application will also be accurate and complete.

Farm or Corporation or Business Name: _____

Authorized Signature: _____ Date: _____
Farmer/Producer

Authorized Signature: _____ Date: _____
Market Representative

Guidelines for the Anacostia Farmers Market – 2000

1. This is a market for local growers, which means that all fruits and vegetables that are for sale must be grown within 200 miles of the market. If vendors engage in re-selling produce, they must show the market management receipts proving that the produce came from this region.
2. All produce vendors must grow at least 50% of the fruits and vegetables that are sold at the market.
3. The market encourages participation by small-scale producers and single-crop producers and therefore will provide a limited number of single day spaces. All rules applying to seasonal vendors apply to daily sellers.
4. Vendors who reserve seasonal spaces prior to market opening day will qualify for assigned spaces whenever possible. Rules governing assigned space policy as follows:
 - a. Vendors wishing to use their reserved spaces at the market must arrive no later than 15 minutes before market opening. After that time, the space may be assigned to someone else.
5. It is the vendor's responsibility to secure all required state or county permits.
6. All scales used at the market must be registered as legal for trade and meet the District of Columbia regulations for commercial sales. Scales must be placed so that they are clearly visible and readable to customers at all times.
7. Anyone wishing to sell eggs at the market must be in compliance with the relevant state egg inspection programs and supply the packer registration number on the application form for the market.
8. Vendors are required to maintain their stands in a neat and orderly fashion and be responsible for removing all the debris from their stall area at the end of each market day.
9. All vendors are required to operate their stands in a safe manner so that customers do not trip or fall over produce, tables, boxes, etc., or slip on liquid spills etc. Vendors are required to make immediate safety changes when directed to do so by the market manager or a representative of the markets host management.
10. The overall market will be covered by a general liability insurance policy. Vendors are encouraged to obtain their own product liability insurance. Related insurance information is contained in the market agreement.
11. All prices must be posted in writing at the market and be visible to customers at all times. Farms or urban gardens that are non-profit entities must observe fair market pricing.
12. Use of the word "organic" in any form by vendors on signs, cards, price listings, etc. is restricted to the following vendors:
 - a. Those who are certified under provisions of the relevant state certification program, or

- b. growers who are certified by a recognized certification program accepted by the USDA. In such cases, growers will be required to show written proof of such certification for the current season.
- 13. WIC Coupon Program: The Anacostia Farmers Market strongly encourages all growers to accept USDA food stamps and Farmers Market Nutrition Program (WIC) Coupons from customers for qualifying purchases.
 - a. Those vendors participating in the WIC Coupon Program must have the WIC sign displayed at the vendor's stand.
 - b. The vendor must be properly signed into the program for the market prior to accepting coupons.
- 14. The market will have a manager whose duty is to oversee the orderly operation at the market and see that market rules are being observed. The market manager has the authority to direct vendors to comply with provisions of the market rules.
- 15. Complaints: In the case of a complaint about alleged violation of the re-sale rules, or other violations, the market's policy is as follows: All complaints must be in writing and signed by the complainant. A signed, written complaint will force an inspection visit to the production location of the subject of the complaint. The identity of the person complaining will be kept confidential. The subject of the complaint will be notified and arrangements will be made for an inspection or other appropriate measures will be taken.
- 16. Market Food Samples: Prepare food samples behind your market stand and present them in a safe and sanitary manner and according to the directions of the market management. If you are selling consumables, provide a trash receptacle for the disposal of cups and napkins.
- 17. Sales Tax: Farmers/producers who are planning to sell any non-edible products such as flowers or plants, wreaths, etc. which are subject to sales tax must provide the market management with a copy of their District of Columbia certificate with a sales tax number before being permitted to offer such products for sale. This certificate must be properly displayed at the market.
- 18. Value-Added Products: Non-produce farm products must be homemade of material grown or gathered predominately by the farmer/producer. All applicable federal, state and local health regulations must be observed in the harvest, preparation, and production and labeling of value-added products. Products not allowed for sale include, but are not limited to T-shirts, caps and other non-farm merchandise. Cookbooks by the farmer/producer are allowed for sale.
- 19. Vendors are required to have a sign at their stand identifying their farm or firm and listing the town of operation.
- 20. In the event that a vendor cannot attend a market date, the vendor must notify the market management at least 2 days in advance. It is understood that at times there are no products for the vendor to sell due to crop loss or seasonal constraints. If, however, a vendor misses 2 consecutive markets without notifying the market management, a warning will be issued to the vendor.

Anacostia Farmers Market 2000 Market Application

Please Print

Name(s): _____

Other Farmers, Producers or Employees: _____

Farm/Business Name: _____

Mailing Address: _____

City: _____ State: _____ Zip: _____

Farm Address (if different): _____

Phone: Home _____ Work _____ Fax _____

Vehicle Type: (Van, Pickup) _____ Length: _____ # of Wheels _____

FARM PROFILE:

Farm Acreage: Total _____ Cultivated _____ Owned _____ Leased _____

I expect that I will have products for sale beginning _____ ending _____

Type of Farm: (Please check all that apply)

Vegetables Fruits Plants Baked Goods
 Dairy Flowers Eggs/Poultry Meat _____
 Honey Mushrooms Christmas Trees Other _____

Certified Organic _____ Certified By _____ # of years _____

I expect to be re-selling other growers products: _____

Name and location of growers: _____

Verification by County Extension Agent

I affirm that the above applicant has the capacity to produce the items listed in Part 2 of this application and retains the capacity to do so barring unforeseen circumstances.

Extension Agent Signature

Date

County and Phone

Appendix D. Sample Promotional Materials